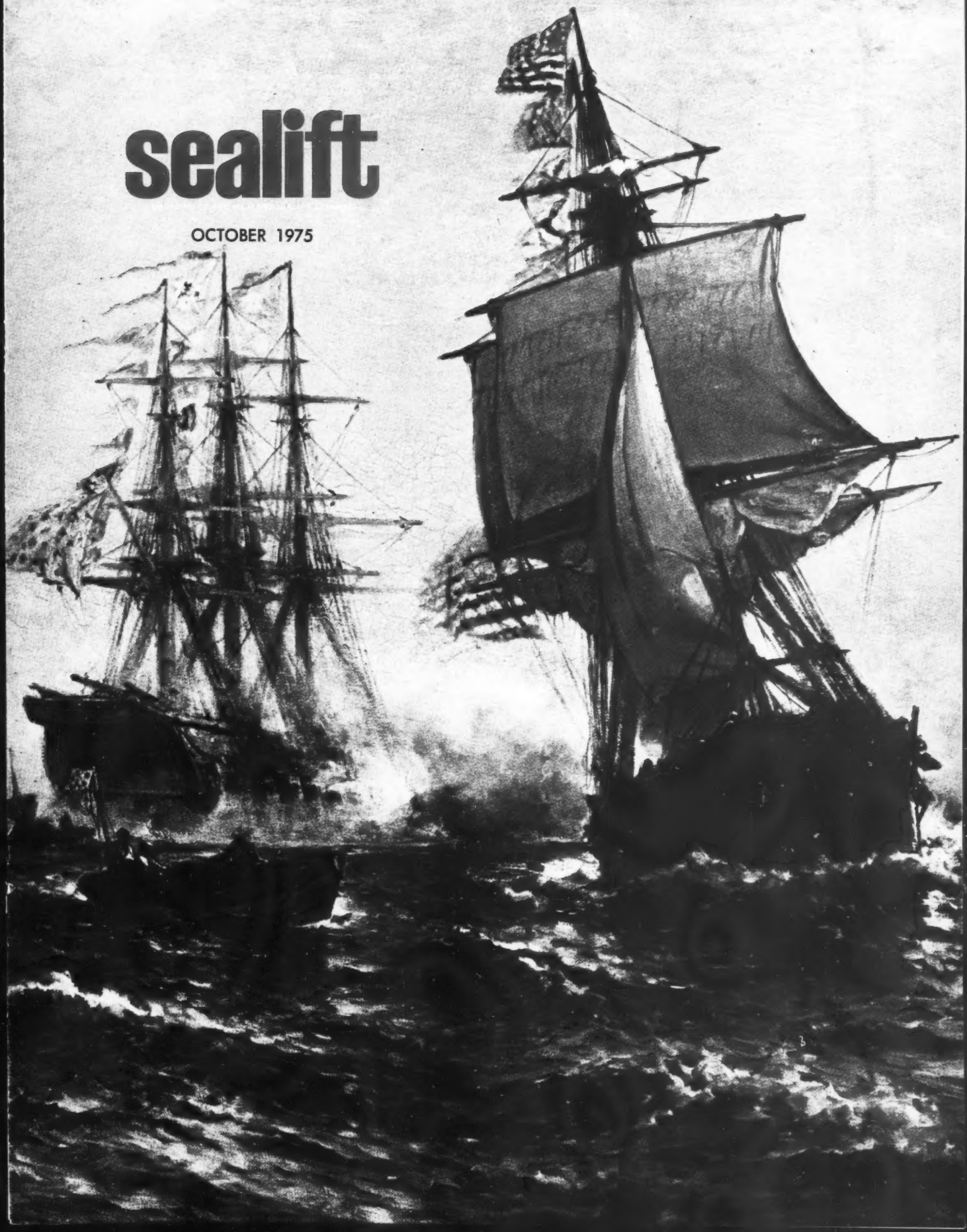
# sealift

OCTOBER 1975



THE SECRETARY OF THE NAVY
WASHINGTON D.C. 20350

NAVY BIRTHDAY
BUILDING ON A PROUD TRADITION

Two hundred years ago, on October 13, 1775, the Continental Congress first authorized the outfitting of ships. The United States Navy was born of the necessity to defend the American coast line and to guard our nation's seaborne arteries of commerce. Our Navy has since been bred in the tradition of protecting American freedom around the world.

Today, as we celebrate the 200th anniversary of our Navy, let us remember the contributions and sacrifices of each member of the Navy family. During the darkest storms of war and the brightest calms of peace each member of the Navy family has been devoted to the basic principles of our liberty and defending them through loyal naval service.

It is upon this proud tradition of devotion that we of today's Navy must build to insure its continuation in the future.

J. William Middendorf II

DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS
WASHINGTON, D.C. 20350

IN REPLY REFER TO

NAVY BIRTHDAY 1975 - BUILDING ON A PROUD TRADITION

This October 13th, Navy people around the world will pause to consider a very special moment in history. It will be a time of celebration and of reflection. It must also be a time of rededication to the principles and standards to which we as Navy men and women have solemnly held fast.

Two hundred years ago, our founding fathers authorized outfitting of our nation's first naval vessels. Since that time, history has recorded the valiant service of many great Americans dedicated to protecting our sea lanes and defending our freedom. They helped foster the great traditions -- the fundamentals -- upon which we continue to build our Navy today.

Let us remember that Navy Birthday is not a celebration reserved only for active duty Navy people. Rather, it is a time for the whole Navy family -- active, retired, reservist, dependent and civilian employee -- to join in this historic commemoration.

In so doing, let us be mindful also of the great challenges which lie ahead. We must remain steadfast in our mission upon which the future of this nation and its marvelous people will continue to depend.

J. L. HOLLOWAY III
Admiral, U.S. Navy

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Vol. XXV No. 10 Washington, D.C. October 1975

COVER: John Paul Jones, commanding the Continental ship Ranger (right), exchanged salutes with a vessel of the French fleet on Feb. 14, 1778. Jones remarked that this first recognition of his country's colors was "an acknowledgment of American Independence." See story on page 19.

Rear Adm. Sam H. Moore
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Managing Government's dollars requires a bit of everything.

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Navy's 200th and MSC's 26th are celebrated this month.

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# The Financial Manager

## 'It helps if he can walk on water.'

By Gary D. Penisten

A common question encountered by any new arrival in Government is: "How do the Government's people, systems, organizational structure and methods compare with private industry?" My answer to this question is always the same—people, organizations, and the magnitude of the problems being dealt with by private industry and Government are very comparable.

Even though there are many basic similarities between the private business approach to financial management and that of Government, the operating environment of Government is quite different from private enterprise. The executive from private enterprise finds that Government is the complicated melding point of the social, industrial, military, educational, and thus political interests of our country. The quick action type of operation is a rarity.

However, executives from private enterprise can apply the same basic management principles to Government with a high degree of effectiveness. Highly rated management traits in private industry are equally important in Government. Problems are solved and organizations are moved by individuals who identify problems, set objectives, and institute needed change.

I place high value on the people in an organization, what they are doing, how they are organized, how they are trained, and how they perform. It is from this perspective that I view my responsibilities for the stewardship of the financial affairs of the Department of the Navy. Therefore, it is fortunate that the Navy and Marine Corps team has extremely capable, hard-working, and talented people.

To switch directions for a moment, I was surprised to learn after being sworn in that the Department of the Navy operates 87 "industrially funded" activities which

*"Highly rated management traits in private industry are equally important in Government."*

are organized financially like private corporations. Their annual expenditure is approximately $6 billion and they employ about 165,000 employees.

One of these Naval Industrial Fund activities is Military Sealift Command. As comptroller of the Navy, I have responsibility for the fiscal health of these "businesses." If any were to go into a negative net equity position, expenditures would have occurred without Congressional authorization, a violation of law for which I am liable. You can understand my immediate and abiding interest in effective financial management throughout the Naval Industrial Fund organizations.

This article is, for the most part, directed at the very capable financial community of Military Sealift Command. However, because of the basic nature of the following comments, others might find them of interest. They relate one method by which the financial manager can optimize his value to the organization. The approach is keyed to no magic formula or new catchy cliché; rather it relates to some basic principles and methods. Essentially it represents development of successful characteristics and traits, understanding the dynamics of the job, taking aggressive action, and, finally, standing up for appraisal. Implicit in this approach to financial management is the need for organizational and personal discipline which become the crux of outstanding accomplishment.

Financial managers, like any other group, need leadership. It is incumbent upon the Assistant Secretary of the

*"The approach is keyed to no magic formula or new catchy cliché; rather it relates to some basic principles and methods."*

Navy for Financial Management to provide that leadership throughout the Department of the Navy, just as a financial vice president or comptroller of a large industrial activity needs to provide leadership. He must be, so to speak, the needle that leads the financial thread through the organizational fabric. This leadership may be manifested in several ways.

- By setting objectives and goals that contribute to moving the organization in a desired direction.
- By planning, understanding, and influencing the organizational structure and the role of the financial managers therein including their training opportunities and future assignments.
- By applying relentless persuasion to insure other members of the organization understand the mission, role and capabilities of the financial community.
- By communicating, exhorting, and conveying the financial managers' message to all forums, professional groups and societies.
- By developing and sharing a plan for accomplishment and contribution which is meaningful to and supportive of the overall organizational mission.

Some time ago, I participated in a management course during which the professor provided the following advice for the students:

*"Every organization, evrey sub-unit of organization, every human family, and even every individual career, needs a mission which over time guides development in the chosen direction, prevents its drifting in undesired directions, and proves to be of sufficient quality to sustain and justify a lifetime of productive commitment."*

In the jargon of the day it might be said that he was suggesting management by objectives as a life style. Great accomplishments are the result of something more than planning, but it is a good start. If you don't mind, I'll share a personal experience with you. As I accepted the top financial position in the Navy, it became apparent that clear-cut objectives were needed. With the help of my staff, seven major objectives have been established and, as a follow-on, 30 specific goals were identified.

The goals include a range of actions from development of an improved automated data processing plan to the design of a series of financial courses which can be administered at outlying bases. The key ingredients are a planned approach to job performance and a firm commitment to accomplish results on a timely basis. Implicit in this approach must be a willingness to be measured.

These are the objectives finally agreed upon:

- To establish and maintain the necessary financial routines and records to provide the most effective financial controls.
- To maintain a highly effective and cost sensitive organization.
- To contribute to the management decision process in the Department of the Navy where there are financial implications.
- To improve and develop periodic financial reporting and communication with top Navy management.
- To lend active support to the goals and objectives established by higher authority external to the Navy.
- To assist and support actions responsive to Congressional requests to derive the maximum efficiency and

*"Great accomplishments are the result of something more than planning."*

*"Imagination...is necessary to escape from the strait jacket of habit."*

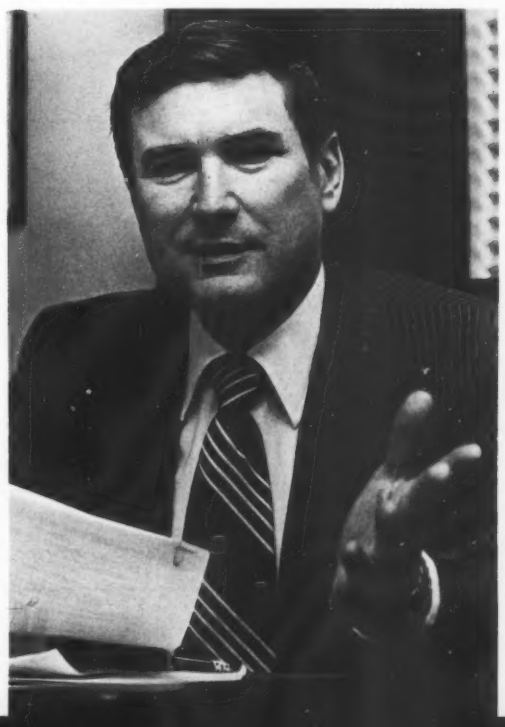
utilization of Defense dollars.

Objectives, whether there be seven or seventy, will have no metamorphic impact on mission accomplishment, barring organizational experience and structuring which is supportive. In reality, however, the organization is an abstraction. Only by definition, purpose, guidance and direction can it contribute to accomplishment of the mission. Therefore, the objective must interact with the organization and the organization must be aware of, and understand the objectives.

I am, of course, primarily interested in the location of financial managers in the Department of the Navy for it is through that organization that I must communicate objectives. In order to communicate, the necessity for a strong dotted line relationship with all financial managers—whatever their organizational position—becomes extremely important. I do not consider this an infringement on command relationships, nor will it be used to usurp command lines. However, the dotted line—which has existed for years—should become more clearly defined and used.

Critical to the success of any organization are the individuals who comprise that organization—the starch that provides the backbone, the character, and ability to define objectives and accomplish the assigned mission. Therefore, it becomes extremely important that the people

*"...the organization is an abstraction. Only by definition, purpose, guidance and direction can it contribute to accomplishment of the mission."*



of the organization understand and identify with characteristics which have a proven track record and high success potential. In my experience, a number of characteristics are both important and measurable. They include integrity, aggressiveness, imagination, industriousness, the ability to work with people, communication, intelligence, and service orientation. All are essential resources, but only effective use converts them into results.

Let's examine these characteristics as they impact on the financial manager.

*Integrity.* An atmosphere of complete trust and integrity must permeate the financial manager's environment. As in building the hull of a ship, it is the foundation that must be strongest. This condition should, of course, exist throughout the organization, but in the financial environment it becomes critical to success. The image of the organization can seldom survive an exposed deficiency in integrity and trust from within the financial community.

*Aggressiveness.* The flow of events in the financial community demand dynamic and aggressive executive analysis and action. Failure to exert this type of attention and attitude toward these events results in complacent and ill-timed reaction to leadership. Aggressiveness is often described by other words. Drive, inner drive, initiative or firmness of conviction are a few commonly used. These are all worthwhile descriptions of the characteristics necessary to initiate organizational action.

This characteristic should not be confused with aggression, sublimination or other type behavior which is counter-productive. To be firmly aggressive does not require crossing functional lines and committing aggression on your counterpart. But, it is important that a financial manager take the initiative to insure his functional responsibilities are understood.

*Imagination.* This quality is necessary to escape from the strait jacket of habit, doing things the way they have always been done. This is not to endorse change for the sake of change, but to encourage development of an ability to imagine results achievable through new, innovative and different approaches (some times even provocative). Such an approach will allow the financial manager to escape from the grip of the closed hand of the past.

*Industriousness.* The Webster dictionary defines industrious as hard-working and dilligent. My application of the word includes all that and more. Don't just work hard, work smart. I have seen far too many apparently hard-working organizations where little meaningful work was being accomplished. Sometimes these are built-in conditions of the bureaucracy, but more often it is a case of well-meaning workers lacking "smart" leadership.

*"The flow of events in the financial community demands dynamic and aggressive executive analysis and action."*

Photos By Russ Egnor

*Ability to work with people.* To accomplish any task, managers should strive to obtain the best from those under their guidance. This can be achieved only if managers have developed an ability to work with those who must grapple with the multitude of tasks that add up to mission accomplishment. Each financial manager must know his people and their abilities, show confidence in their performance, appreciate their needs and rights, and help develop their confidence in leadership. This ability also relates to positive relationships with other functions, which are a necessity for the successful financial manager.

*Communication.* Success as a financial manager is directly related to how well the manager gets his ideas, plans, objectives and programs across to other people. Equally important is the ability to listen and comprehend what is being said by others and what conditions them to say what they are saying. The situation is not always seen through an identical pair of rose colored glasses. Therefore, an apparently similar problem or potential impact can be interpreted quite differently from various points within the same organization. Communication is the only hope to transcend these potential problems and to establish organizational support.

*Intelligence.* The only trait on my list which is primarily innate, rather than developed, is that of intelligence. Intelligence equips the individual with the necessary attributes to identify and encourage effectiveness. Effective financial managers must have a capacity for knowledge and understanding, the ability to group the interrelationships of presented facts in such a way to effectively guide actions towards goals. This quality should not be confused with an air of expertise developed by years of experience on the job, although the two are by no means mutually exclusive.

*Service orientation.* The financial community is a service organization—therefore, the modus operandi must be to serve the remainder of the total organization. Financial managers must always be available to help other functions, for the good of the whole.

Possessing, to varying degrees, the traits I have outlined does not guarantee success as a financial manager. These traits must be applied skillfully to the work environment to produce an effective financial manager. Equally important, the financial manager must be willing and able to subject his accomplishments to appraisal.

The personal observations of the appraising manager should be concentrated on results, output, interfunctional cooperation, mission support, and quality of service. These are valid, adequate and fair internal appraisal measurements. But, they should not be allowed to subsist in a vacuum created solely by local issues. External verification also is necessary for objective appraisal of a financial manager. Otherwise, the focus is upon apparent key performance strengths, which in reality do not completely or effectively measure performance. This focus can, therefore, detract from overall mission accomplishment, and especially the service aspect of the financial manager's responsibilities.

Outside independent appraisal need not discount an internal appraisal. It may well point up a salutary impact of local initiatives on broader objectives. Most importantly, appraisals must be fair, comprehensive, and constructive.

In summary, the financial manager must demonstrate outstanding personal characteristics, develop a highly responsive organization, establish specific accomplishment plans and due dates, and structure an appraisal and performance evaluation system which is objective and fair. It also helps if he can walk on water.

Today's military and business environment is filled with uncertainty and risk which deserve the best and continued efforts of all who are a part of the financial community. ⚓

Gary D. Penisten is the Assistant Secretary of the Navy (Financial Management), having been nominated for that position by President Gerald Ford Sept. 17, 1974.

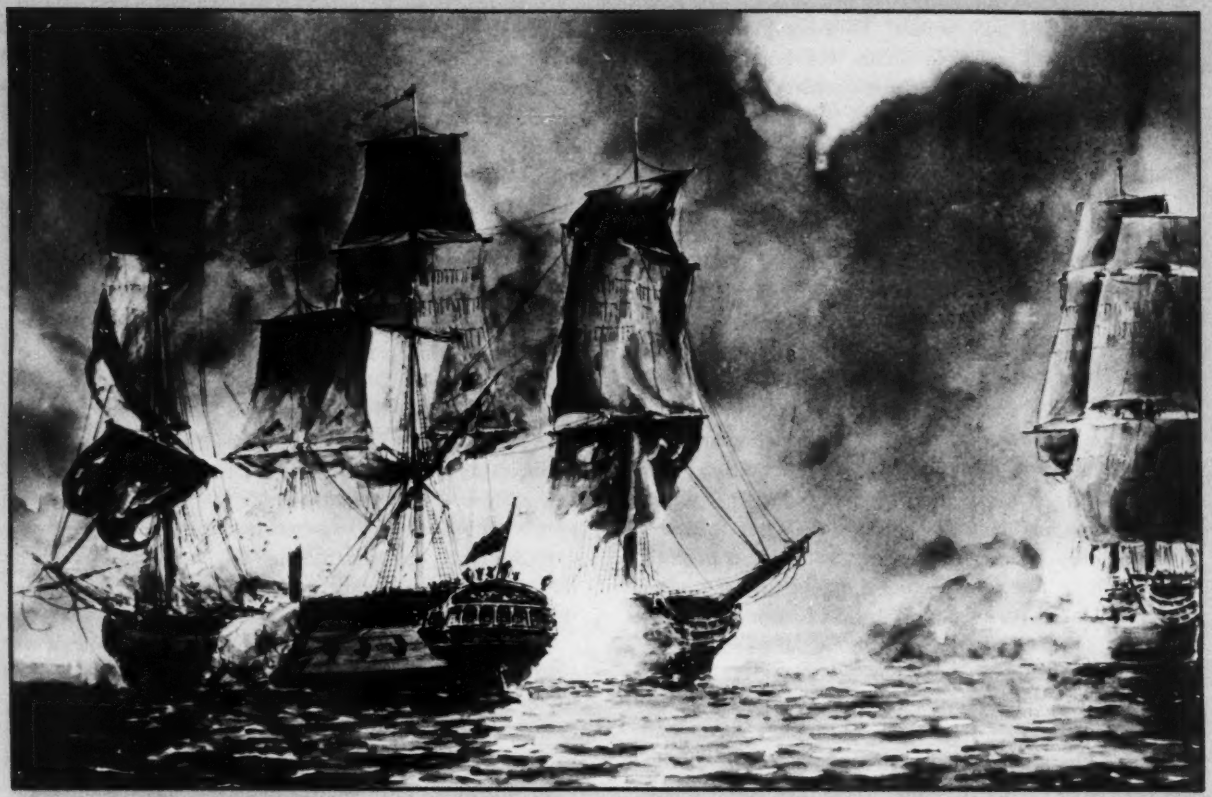
Born in Lincoln, Neb., he spent his early years in Omaha and received a bachelor of science degree from the University of Omaha in 1953.

He began his business career with General Electric Co., in the company's financial management program in Louisville, Ky., and later served on the company's Corporate Audit Staff in Schenectady, N.Y. He subsequently became Manager — Audit Program and Personnel Administration of the Corporate Audit Staff.

In 1967, he was named financial manager of General Electric's Medium Steam Turbine Engine Department and in 1971 he was placed in charge of strategic planning for the Industrial and Marine Turbine Division. Both jobs were in Lynn, Mass.

In 1972, he was appointed financial manager of General Electric's Power Generation Business Group in the New York City headquarters of the company.

Mr. Penisten served in the Finance Corps (U.S. Army Reserve) from 1950 to 1963. He also has been active in civic and church affairs.



USS Bon Homme Richard, commanded by John Paul Jones, battles HMS Serapis on Sept. 23, 1779.

# Building On Proud Traditions

By Larry C. Manning

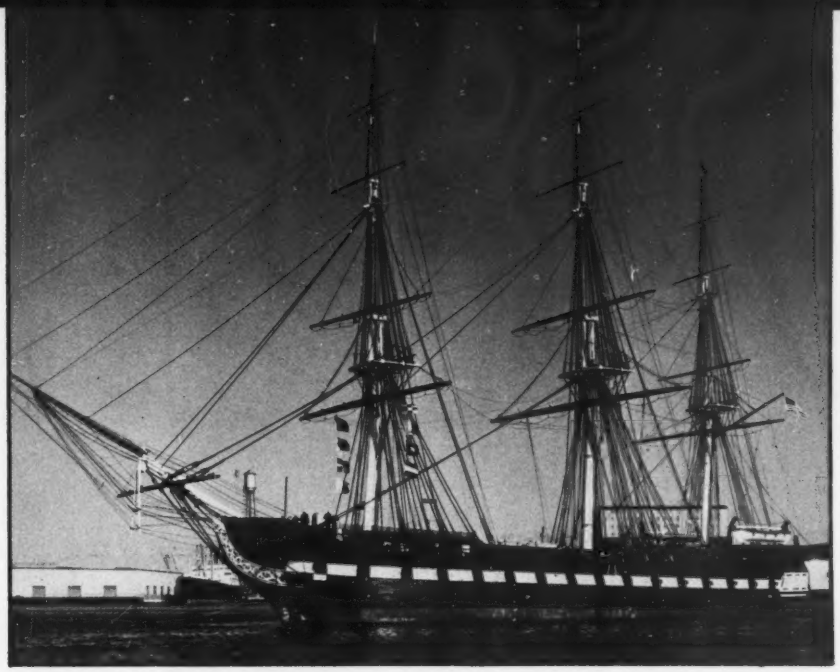
Two hundred years ago, on October 13, 1775, the Continental Congress authorized the outfitting of military ships. One hundred seventy-four years later, in October 1949, the Navy's Military Sea Transportation Service became the Navy operating agency for Department of Defense sealift.

Despite the difference in years, there is no generation gap between the Navy and its sealift organization, now named Military Sealift Command. MSC is part of the Navy family, both as a fleet support element and as the carrier of Defense sea cargo.

The Navy anniversary is a "time for the whole Navy family—active, retired, reservist, dependent and civilian employee—to join in this historic commemoration." Those words were used by Chief of Naval Operations Admiral James L. Holloway III in a message to all Navy hands.

Theme for the Navy's 200th anniversary is "Navy Birthday 1975—Building on a Proud Tradition." While MSC tradition has been developed over a far shorter period of time, the men and women who sail and support command ships are no less proud of their record, reputation, and relationship with other Navy units.

In 1775, the youthful Continental Navy had little nautical muscle to flex in the battle between Americans—aided by their French allies—and their English cousins. The American colonies never could muster more than a 27-ship Navy in the long Revolutionary War. Merchant



USS Constitution, restored veteran of the Barbary Wars and the War of 1812, floats near her berth at the Boston Naval Shipyard.

ships—privateers—tipped the balance, however, as the seagoing guerillas fought the British fleet to a standstill.

Today the British are staunch U.S. allies, sharing both a love for the sea and dependence upon it. Foreign trade is vital to both nations, as it is to many other countries in the world community, and merchant ships are key elements of the distribution system necessary for the free flow of world commerce. The Navy combatant fleet's primary responsibility is to insure the freedom of the sea lanes so that commerce can move in peacetime and troops can be deployed and supported in an emergency. Navy also has a responsibility for defense of U.S. shores and projection of U.S. military power overseas.

MSC's job is much the same in peace and war, moving military cargo worldwide, manning and operating navy fleet support ships, and operating other vessels involved in diverse missions such as ocean research, cable laying and repair, and space flight.

While some claim youngsters have few current heroes to emulate, the Navy man can select his favorite from among many, past and present. John Paul Jones was one of the earliest, achieving lasting fame with his response to a call for surrender: "I have not yet begun to fight." Contemporary heroes include Skylab astronauts Capt. Charles Conrad, and Commanders Joseph Kerwin and Paul Weitz.

In September of 1815, Oliver Hazard Perry mastered the British in the Battle of Lake Erie—first defeat of a British Naval squadron in history. USS Fulton, the first steam warship, was launched in October one year later. In 1911, at the midpoint of Navy history, the first airplane landed aboard a ship.

Today, the Navy operates nuclear powered ships and jet aircraft extending the power of mighty warships far beyond the ocean's edge. Submarines glide safely beneath the polar icecaps, sensing devices on the ocean floor warn of nautical intruders, and Navy men have journeyed to the moon and returned to earth. Perhaps an even more significant hallmark of Navy progress is the fact that women now fly hurricane hunting aircraft and helicopters, and soon will enter the U.S. Naval Academy.

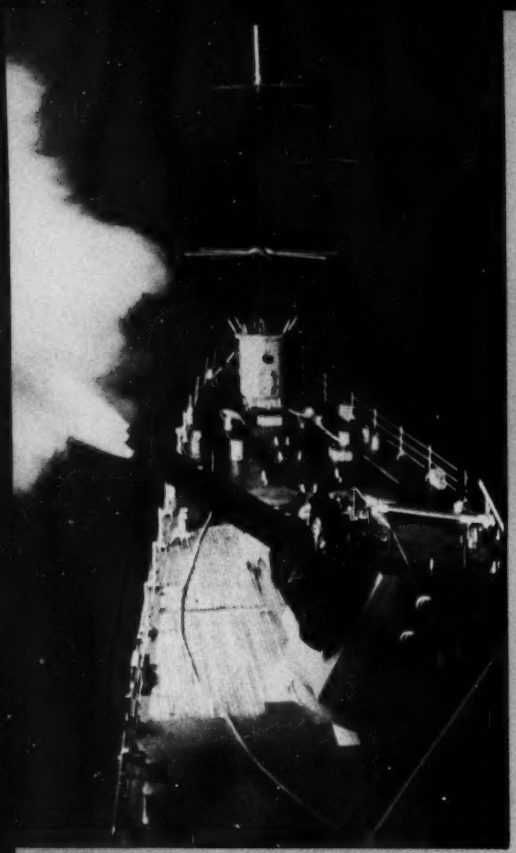
Like women, the Navy has come a long way from the era of the cat-of-nine tails when the captain of a ship was a seagoing king and the bridge his throne room. Today, the Navy provides its people almost endless opportunity for training and education—on the job, in the military classroom and on the university campus. Navy men and women enjoy recreational facilities of almost every type, modern housing, and the traditional opportunity to "see the world."

The Navy environment today differs little from our national society. This is the age of electronics, of computer systems, satellite communications, of radar, and automated engine rooms, ship control and ship navigation systems. Obviously, people are still the Navy's greatest asset and substantial effort is expended to develop their skills and fulfill their human needs.

Navy recruiting in the era of the all-volunteer services has been satisfactory, although the re-up rates are not always as high as Navy leaders would like. There are also some fields where skilled people are in short supply.

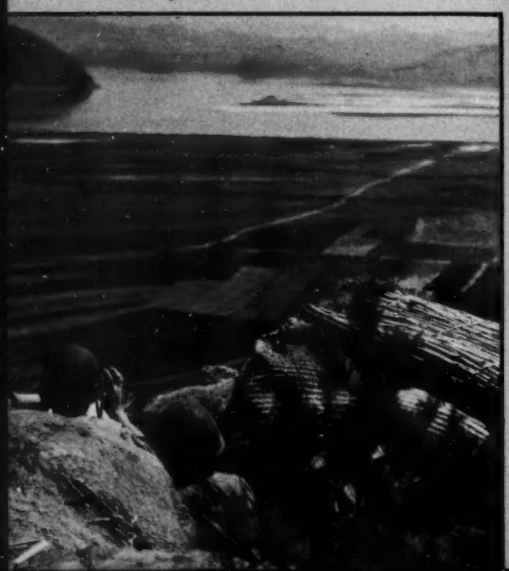
But Navy's biggest problems today generally fall into two categories, money and modernization. While pressing domestic programs compete for tax dollars, cost of ship construction, ship operation, pay and benefits and supporting facilities has accelerated. Congress has been generous in allocating defense funds, but each dollar buys less than in previous years.

In testimony to Congress earlier this year, Admiral Holloway summarized the Navy's status. Noting that the "integrity of U.S. sea lanes is a prerequisite to the conduct of all major overseas operations," he emphasized that the United States relies on ships to move 99



Guided missile light cruiser USS Oklahoma City fires a salvo at enemy fortifications in South Vietnam.

Navy men were not only needed aboard ship during the Korean War but went ashore to direct bombardments. This group from USS Toledo is dug in near Inchon in April 1951.



Fighting men fill sandbags on a Leyte beach in World War II as others go ashore from LSTs. Sandbags are for beach guns.

Shipyard workers are obviously proud of their speed in building this World War I Liberty destroyer.

Smoke in the hills near Vung Tau, South Vietnam, in 1966 is the result of gunfire by the destroyer USS Orleck.

Adm. Chester W. Nimitz, World War II commander in chief of the Pacific fleet, inspects Midway Island.

Mail call for returning submariners was always a morale booster. Here sailors on USS Archer Fish collect mail after a patrol in 1945.

A Navy task force stretches to the horizon after action in the Marshall Islands in 1944.

Crews ready aircraft for launch from USS Enterprise during World War II.

per cent of its foreign trade.

Admiral Holloway said sea control was required to assure ability to carry out air strike or amphibious operations, also reminding Congressmen that the U.S. overseas base structure was much smaller than in previous years.

However, to project U.S. power, Navy will have only 490 ships in Fiscal Year 1976, smallest total since 1939. Reduction in ship numbers is a considered risk which allows construction of new vessels rather than demanding a heavy allocation of Navy funds for repair or modernization of ships already at the tag end of their seagoing lives. Emphasis now is on procuring a mix of Navy ships which can serve multipurposes—which include both costly, sophisticated warships and cheaper vessels designed for a specific mission.

Admiral Holloway said Navy needs 600 ships. This number, he said, will allow maintenance of an adequate strategic fleet ballistic submarine force, and enable positioning of adequate forces in the Eastern Atlantic, Mediterranean and the Far East, and periodically in the Indian Ocean. A 600-ship force would be powerful enough to "prevail in time of conflict, (and) strong enough defensively to counter effectively a surprise enemy attack if backed up with enough support forces to sustain them in wartime."

Support is a major part of the MSC mission. During the command's 26 year history, MSC ships have delivered more than 459 million measurement tons of Defense dry cargo and another 437 million long tons of petroleum products. In the past fiscal year, which ended in June, 9.3 million tons of cargo and 11.4 million tons of petroleum products were transported by MSC vessels.

But, military cargo requirements now are down—the inevitable result of a smaller overseas structure and the phaseout of the war in South Vietnam. That means the MSC ship inventory has declined, and command personnel strength also has been reduced.

In December 1950, MSC controlled nearly 200 ships. They helped evacuate 105,000 soldiers, 91,000 civilians, 17,500 vehicles and 350,000 tons of supplies from Hungnam, Korea. The chartered commercial ship SS Meredith Victory carried 14,000 in a single voyage, departing only hours before an advancing enemy.

Twenty-five years later another chartered ship, the SS Pioneer Contender, carried 16,600 refugees from South Vietnam in a single voyage. Apparently, history does repeat itself.

Other MSC operations reinforce the point. During the war in Korea, MSC ships lifted more than 54 million tons of cargo, 22 million tons of petroleum products and 5 million troops in support of United Nation military operations.

During the conflict in South Vietnam, MSC ships delivered nearly 74.9 measurement tons of cargo, more than 16 million tons of petroleum products, and 250,000 troops, operating 436 ships at the peak. Highpoint during the Korean war was 437 ships.

Today, the MSC ship inventory totals approximately 115 ships, depending on cutbacks since this article was written. Less than 100 are active and the government owned dry cargo fleet is down to 11 ships. It may total only three by the end of the calendar year.

Personnel figures correspond to changes in ship totals. At the height of the Korean war, MSC employed 28,492 people. At the peak of South Vietnam operations the work force totaled 12,480. Present MSC personnel strength is down to 5,630.

The numbers are smaller despite an expansion of

Minesweepers are launched from the welldock of LSD 16 at Kansong during the Korean War.

Pearl Harbor memorial marks the grave of the battleship USS Arizona. More than 1,100 of the 1,400 officers and crew aboard were killed when Japanese attacked the ship on Dec. 7, 1941.

MSC's Navy fleet support role. The command now has 16 fleet support ships including fleet ballistic missile carriers, oilers, ocean-going tugs and a stores ship. However, only 11 of the 16 are active with most of the remainder, including the stores ship Rigel, being overhauled and modified for Civil Service manning.

MSC has nine Sealift class tankers on its rolls, all secured via build and charter procurement. They have replaced 16 T-2 World War II vintage tankers. Legislation which would provide for Congressional review of future build and charter actions, making it possible to get ships this way when not otherwise available, has been working its way through the bureaucratic thickets. It should now be before the Congress.

While streamlining its personnel and fleet forces, MSC also has been focusing greater attention on management improvements. Obvious goals are greater efficiency and economy.

One tool is the command management by objectives system. A number of functional goals have been established, milestones set, and attention of all managers is focused on results. To date, more than 86 per cent of the milestones have been met. Results are reported to the Assistant Secretary of the Navy for Installations and Logistics on a monthly basis.

Attention also is being given several critical areas, among them development of a readily available ship contingency force, upgrading of the National Defense Reserve Fleet, and modernization of MSC assets. Also high on the command list of managerial priorities is MSC participation in realistic exercises designed to develop the best means of using the ships which will be available if and when an emergency develops. These are, of course, the commercial roll-on, roll-off ships, barge carriers, and container ships.

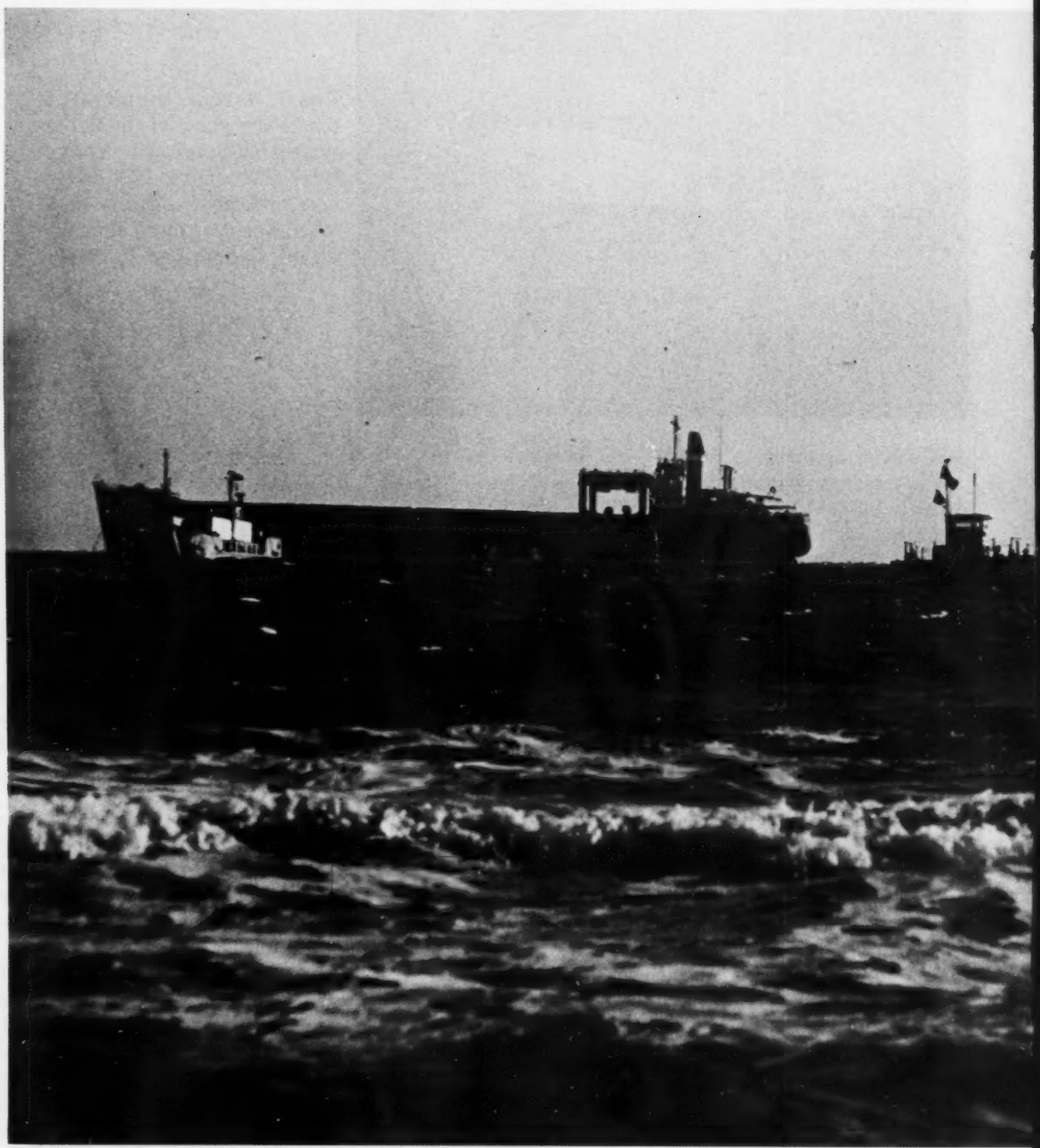
Further examples of the assertion that history is cyclical, that the same events tend to be repeated over a period of time, are evident in the past year's activity. The chartered SS Tallulah and USNS Hayes won awards for dramatic sea rescues, MSC ships evacuated more than 179,000 refugees from South Vietnam, command units exceeded their cost reduction goal of $1.2 million by 317 per cent. Arctic and Antarctic operations again were successful, special project ships sailed the seven seas to gather research data, and MSC tankers delivered the fuel needed to power aircraft, other ships, heat and electrical generating plants, and countless military vehicles.

That is what MSC has been doing for 26 years, just as the Navy has been the seagoing guardian of U.S. national security for two centuries. But, while an anniversary is a time for reminiscence, it's dangerous to spend too much time looking back for, as baseball pitcher Satchel Paige often said, "someone might be gaining on you."

The Secretary of the Navy, J. William Middendorf II, made much the same point in his anniversary message. Noting the proud tradition of the Navy, and the sacrifices of many members of the Navy family, he said all Navy members and employees must build upon tradition and devotion, to insure their continuation in the future.

Capt. Clinton Harriman of the USNS Greenville Victory used words to describe the role of the six MSC Civil Service seamen in the May 1975 rescue of the SS Mayaguez from Cambodian hands which also could be used to describe 26 years of MSC operations:

"We had a job to do, and we did it." ⚓



# Getting Containers

By Lt. Col. Wally E. Fogo, U.S.M.C.

# Ashore

Acronyms such as OSDOC, LOTS, COTS may appear to be merely a series of unrelated letters to many readers of Sealift, yet a growing number of mariners recognize that the terms identify programs which greatly influence the future of Department of Defense shipping, and perhaps that of the entire U.S. shipping community.

The seemingly unrelated letters all are germane to the current and long-term impact of containerships upon Defense transportation. They are the military labels which identify various exercises and systems whereby MSC and commercial shipping organizations are working with the U.S. Naval Amphibious Force to learn how best to move containers from ship-to-shore in undeveloped areas of the world, in both friendly and hostile environments.

Obviously, that is no small task. The rapid demise of the U.S. breakbulk fleet and of the expertise developed over hundreds of years in loading and discharging such ships have caused many military logistic planners to lose sleep in recent years.

The problem they face, grossly oversimplified, is to learn how to effectively use existing ships in a future emergency. That means learning how to deploy and supply troops with container ships, barge carriers and roll-on, roll-off vessels which are sub-elements of an integrated distribution system extending from factory to field, or field to factory. Or to put it in even more simple terms, how do you use a container ship or other intermodal sea carrier in-over-the-beach operations?

As is the case in solving any major problem, much planning, hard work, and evaluation have been expended to overcome container shipping problems. That effort still goes on. For many members of the Department of Defense, military and civilian alike, the solving of the problem has become a full-time endeavor. Ideas, in many instances, have already culminated in workshops and actual exercises.

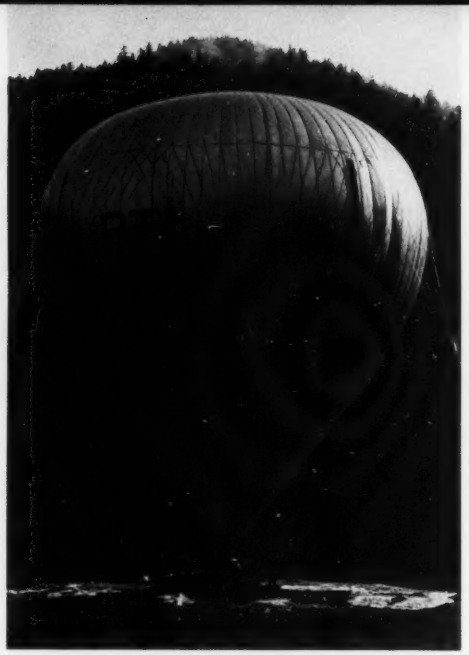
Emphasis in such exercises has been on use of equipment and facilities now available to the military services, and which will continue to be available during the remainder of the '70s while the logisticians identify needs and develop cargo handling concepts to satisfy future requirements.

The movement of supplies from ship-to-shore to support military forces has always been difficult and time consuming. During the past decade, the maritime industry has almost completely shifted to delivery of cargo in containers. While that has made the breakbulk ship noncompetitive, it also has had a great impact on port operations and development. Great sums of money have been invested in development of ports and in equipment necessary to support container ships. Result is a smaller number of ports—and ships—and less flexibility for the military services. Troop mobility also has been affected by the current trend toward containerization. People and containers, like oil and water, don't mix easily.

As the last half of the 1970s gets under way, it is perhaps advisable that all members of the maritime community take a hard look at the future of the shipping industry, particularly as it serves the Department of Defense. Certainly there is no crystal ball that peers into the future, but there is one area that can and should be fully explored. That is the direct role that MSC and commercial U.S. merchant ships will have in future amphibious operations.

Which brings us back to those alphabetical mysteries, OSDOC, LOTS and COTS. Simply stated, OSDOC refers to "Over-the-Shore Discharge of Container Ships." LOTS is military shorthand for "Logistics-Over-the-Shore" while COTS is a "Container Offloading and Transfer System."

The most recent training and testing exercise conducted by the military services, for which MSC procured commercial assets, was con-



A tethered balloon system for moving cargo is tested in Oregon.

ducted at Little Creek, Va. between April 30 and May 14, 1975. This exercise was a phase of the Joint-Chiefs-of-Staff directed Solid Shield series of exercises held annually on the East Coast.

Three LASH barges were chartered by MSC and made available to Navy and Marine Corps personnel in the Norfolk area for the purpose of conducting orientation training, and continued development of operating procedures for employment of LASH barges in support of amphibious operations. There were two primary thrusts in this phase of the exercise. One objective was to train hatch team personnel in offloading a LASH barge with the help of a crawler crane mounted on a swing-moored causeway. The other was to evaluate the capability of helicopters in barge unloading operations, using assets on hand in the amphibious force inventory.

The results of the exercises indicate sufficient knowledge of LASH barge characteristics has been gained to conclude that they could be used for routine troop support in any major deployment. This is especially true if cranes are available. However, it is felt that off-loading by helicopter should be relied on only in an emergency.

During Solid Shield 76, plans call for use of a LASH barge ship, which means merchant seamen will be directly involved, making the 1976 exercise even more realistic. Non-self-sustaining container ships and their crews will play more active roles in future exercises.

The feasibility of placing mobile cranes on non-self-sustaining container ships previously has been acknowledged. Development of a mobile deck reinforcement kit to support the cranes will allow this to be done during exercises now planned. Exercise participants also will work more and more with cranes placed on floating platforms to unload cargo from non-self-sustaining container ships into lighters for delivery ashore.

Recent exercises on the West Coast have demonstrated the versatility of an elevated causeway system. As development of self-propelled causeways takes place, military ability to unload cargo directly to the shore is being improved. In addition, the Navy is seriously considering use of tethered balloon systems as a means of moving cargo from a container ship to lighters, or directly from ship to shore.

Tests of this system have been conducted in Oregon with a working balloon logging system and crew to determine its feasibility. An over-the-water container discharge exercise, using balloons, is scheduled for late 1975.

The military services are not standing still bemoaning the inherent disadvantages of the container ship and barge ship systems. Since ships are necessary for the fulfillment of military combat missions and roles, logisticians are learning to use what is available in the shipping industry, and are developing techniques to gain maximum benefit from sea delivery systems projected for the future.

Breakbulk ships traditionally have been relied upon for amphibious logistics support. However, with the container and barge ships representing approximately 65 per cent of the projected 1974-1980 total lift capability of MSC U.S. Flag dry cargo ships, exploitation of these new types of ships is crucial.

Personnel within the amphibious forces charged with handling cargo simply are not trained to handle cargo delivered in containers, or by barge or roll-on, roll-off ships. Neither is the required equipment available in sufficient quantities to sustain a prolonged resupply effort.

Both problems are being addressed by various elements of the military. The training, of course, works two ways. It provides realistic experience for the merchant mariner as well as the military man and helps identify areas which can be concentrated upon in subsequent exercises.

The next military-merchant marine exercise involving non-self-sustaining container ships will be a LOTS test. It is scheduled for Fiscal Year 1977 with preliminary testing slated for the current fiscal year. This will provide both Defense and the maritime community opportunity to further explore progress made and to solve problems associated with use of container ships and other vessels in an emergency. Lessons learned will continue to help the military services meet their national security commitments, by insuring that available sealift assets will be used to their best advantage. ⚓

# A Wonderful Madness
## Congress Builds A Navy

By Cindy Brodnax

In 1775 Samuel Chase, a Maryland delegate to the Second Continental Congress in Philadelphia, called a proposal to build a Continental Navy "the maddest idea in the world."

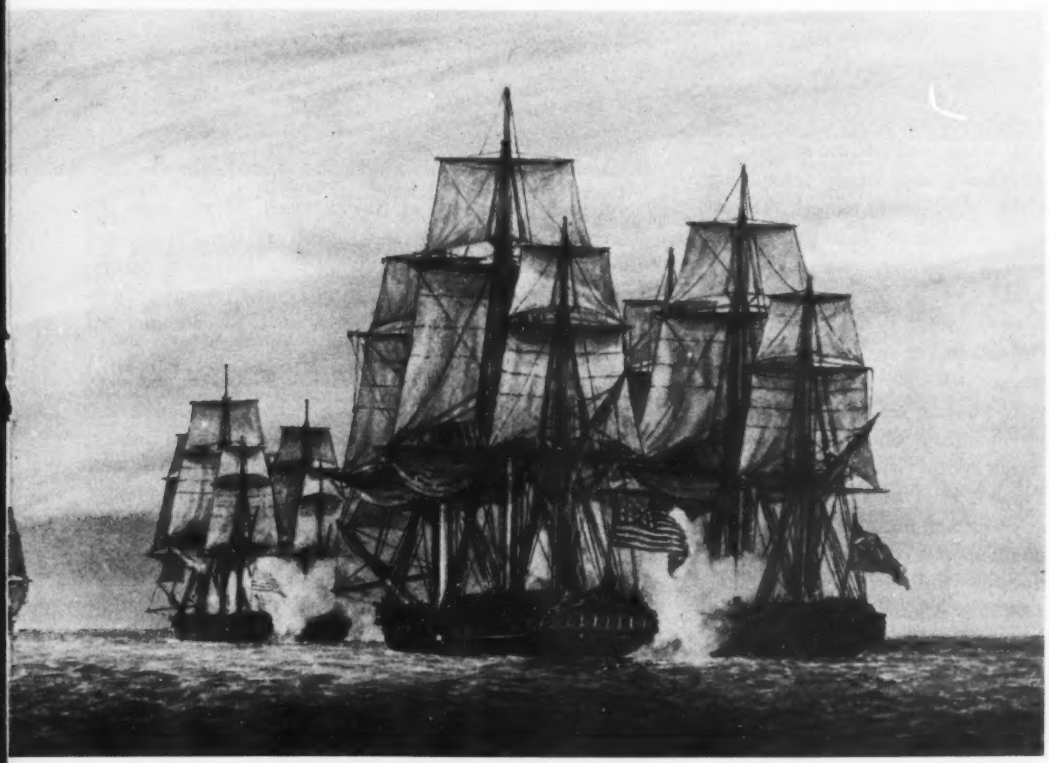
Nevertheless, the colonists began to strengthen their sea force to combat the British Royal Navy.

The Continental Congress already had purchased commercial vessels which were being fitted out to fight. In October 1775 it had appointed a marine committee that soon acquired two ships, six brigs or brigantines, three schooners, and five sloops. While sturdy vessels, they were hardly warships.

The delegates from Rhode Island introduced legislation calling for construction of men-of-war and establishment of a Continental Navy. On Dec. 13, 1775, the congress passed an act which authorized construction of 13 frigates, 5 with 32 guns, 5 with 28, and 3 carrying 24 guns.

If at this point Benjamin Franklin had interjected something about haste making waste, he probably would have been ignored. The ships were to be completed in three months, by the end of March 1776. However, it took Congress 31 days to prepare the designs, 20 days to have copies made, and 10 more days to find a messenger willing to deliver the plans.

For all its ensuing feverish attempts to build a strong navy, the Continental Congress might well have been dubbed "Shipbuilder to Her Majesty's Navy." Of the seven frigates that got to sea, the British captured five and rejected a sixth as not seaworthy. They commandeered one more ship from the Delaware River, and were responsible for the destruction of the five remaining



Continental frigates Warren and Queen of France and the ship Ranger battle British vessels off New England April 7, 1779. Seven British vessels were captured.

Continental frigates. The colonists burned those ships to prevent the British from capturing them.

The marine committee carried out the ill-fated shipbuilding program. It chose seven colonies to build the ships, selecting builders on political factors rather than shipbuilding experience. Massachusetts, Rhode Island, and New York each were assigned to build two ships. New Hampshire, Connecticut and Maryland each were to build a single warship. Pennsylvania, which had only one city where ships could be built, Philadelphia, was selected to build four ships.

The marine committee selected a representative in each colony to choose shipbuilders and to oversee operations.

Shipwrights also were selected primarily because of their political connections, which concentrated shipbuilding in a few areas. Had the ships under construction been scattered geographically, the British might have had more trouble finding them.

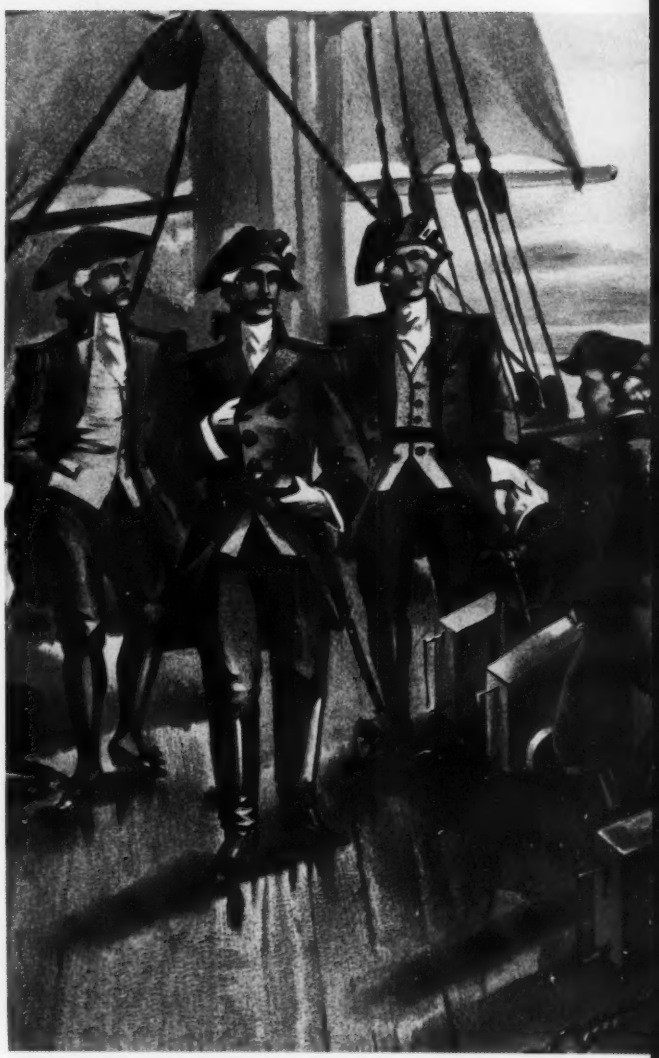
Copies of the frigate designs did not reach most New England colonies prior to the March deadline. However, shipbuilders in Massachusetts, Rhode Island, New Hampshire, and New York proceeded with their own plans. Connecticut appears to have been the only New England colony that followed congressional specifications. While the frigates were not precisely alike, all were three-masted, square riggers, averaging 125 feet in length, and carrying a main battery of 12-pounders with a second battery of 4, 5 and 9-pounders.

Paint used on the frigates seems to have been chosen by the builders or captains. The ships were painted with yellow ocher, white lead, black oil paint, and iron oxide, which produced a red color. Top sides of the frigates were generally yellow with black moldings and thin stripes, or black with red, white and yellow stripes.

The ships carried figureheads supposedly resembling the persons for whom they had been named. Vessels carrying names of towns or colonies had figureheads which had some traditional meaning, like a warrior figurehead on the Virginia.

Then, as now, there were building delays. Lack of skilled shipwrights and shortages of materials and supplies slowed construction, as did poor planning. There also was a danger—soon to become reality—of sabotage directed by Royal Navy members who followed shipbuilding activities in large ports with little trouble. British intelligence was good, even then.

Building of the frigates was not the only poorly conceived effort of the committee. No plans were made to organize the vessels into squadrons, or to equip them and get them to sea. Those that eventually did reach the sea did so by sneaking through effective blockades that had been set up by the British in waters near the shipyards. Once a frigate reached the ocean, it had to capture British ships for supplies, since the colonies had neither bases nor supply vessels.



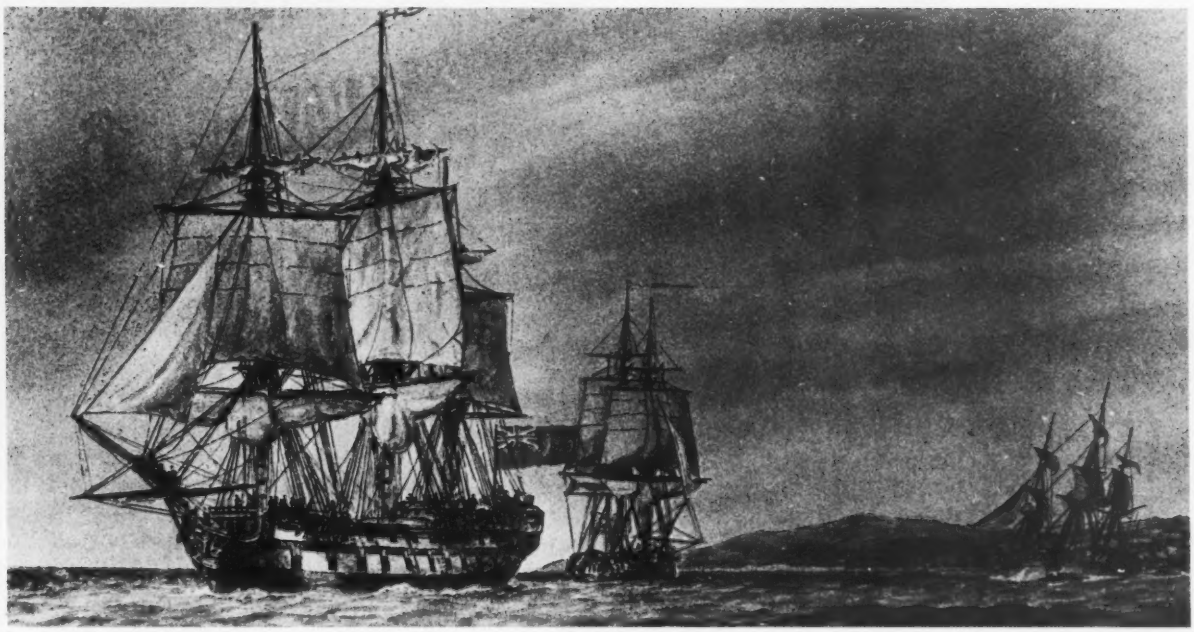
Jonathan Greenleaf of Newburyport, Mass., built the Hancock, described by the British as the "finest and fastest frigate in the world." Using his own design, Greenleaf made the ship larger than specifications. Hancock began operations early in 1777, commanded by Capt. Joseph Manly.

Together with the Boston, Hancock chased and captured the Fox, a small British frigate, on June 27. Eleven days later Hancock was captured by the Rainbow, a 44-gun ship of the Royal Navy. Renamed the Iris and manned by the British, the ship rubbed salt in colonial wounds when she later chased and seized another colonial frigate, the Trumbull. By 1793 the Iris was the last floating survivor of the Continental Navy.

The Boston, built in Newburyport by Stephen and Ralph Cross, was another casualty. Following the fall of Charleston on May 12, 1780, she was taken into the British Royal Navy and named for that city. The British sold her in 1783, along with other Continental Navy ships Providence, Raleigh and Delaware.

Uniform of a properly attired commander of the U.S. Continental Navy.

The ship Raleigh (far right) is forced ashore near Penobscot Bay by the HMS Experiment and Unicorn after a 60-hour chase in 1778.



Benjamin Talman of Providence, R.I. built the Warren from a design by Sylvester Bowers, since the congressional messenger had not yet delivered the original plans. Warren was bottled up in Narragansett Bay by the British for two years until burned on Aug. 14, 1779 to prevent capture by the British.

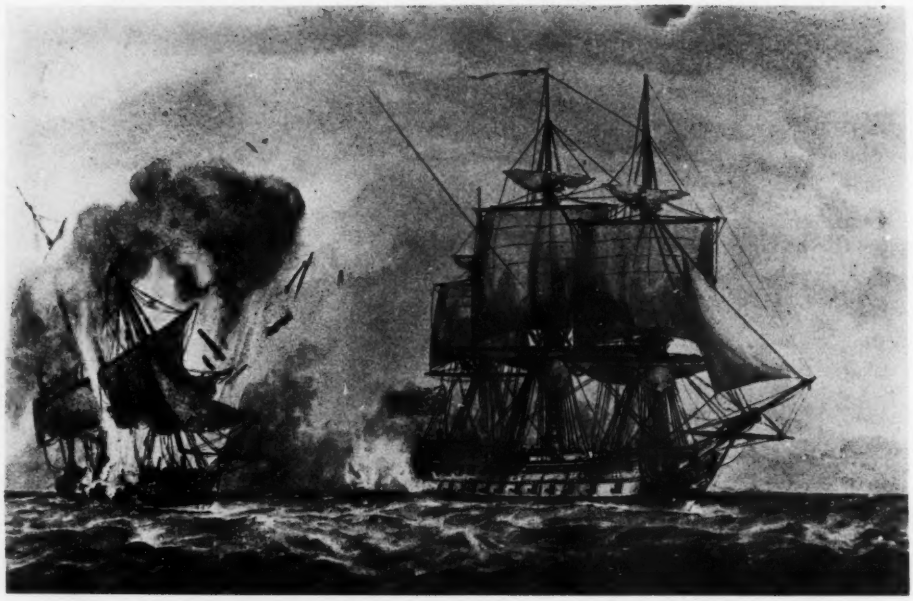
Bowers also designed the Providence, a 28-gun frigate. Launched in the city for which she was named in May 1776, she was pulled into the Royal Navy four years later when the British took Charleston on May 12.

Montgomery, under construction by Lancaster Burling in Poughkeepsie, N.Y., never was completed. Work proceeded slowly on Montgomery because the British had captured New York City and men and materials were sent to reinforce Benedict Arnold's squadron on Lake Champlain in upstate New York. Rather than allow the British to capture another warship, colonists burned Montgomery on Oct. 6, 1777. Congress, a sister ship, was destroyed at the same time. The British had closed the Hudson River a month earlier, cutting the path of both ships to the sea.

Three shipwrights worked on plans for New Hampshire's 32-gun frigate, the Raleigh, at Portsmouth, N.H. On Sept. 4, 1776, Raleigh began her abortive, three-week career. Commanded by Thomas Thompson and accompanied by the American merchant ship Alfred, under the command of Capt. Elisha Hinman, Raleigh was attacked by Druid, a smaller British sloop. Despite the difference in size, Raleigh fled from the British ship.

Two days later, Raleigh and Alfred were chased by two other British sloops, Camel and Weazel, escaping when a squall broke off the action. Raleigh's second flight only postponed the inevitable. Three weeks after she began operations, Raleigh was captured by the British ships Experiment and Unicorn and joined the growing ranks of her sisters in British service.

The 24-gun Trumbull was built at Chatham, Conn. by John Cotton. Although not the only one of the 13 frigates to sit out a large part of the war, Trumbull was kept out of action by poor planning rather than the enemy. She was built to Continental frigate specifications, which meant that she had a full load draft of



The American frigate Randolph blows up during battle with HMS Yarmouth, March 7, 1778 east of Barbados.

18 feet, 4 inches. With two to three feet added for safe navigation, she could not pass over the bar at the mouth of the Connecticut River even on high tide. She stayed where she was despite exhortations from future president John Adams, then Massachusetts delegate to the Continental Congress and a member of the Board of War. On Aug. 11, 1779 Trumbull escaped, riding the crest of an unusually high tide.

Two years later, Trumbull was escorting 28 merchant ships around the Delaware capes when captured by Iris, the former Hancock. Trumbull's end was as ignominious as her beginning. The Royal Navy, apparently concluding she was poorly built, declined to take her into service.

The 28-gun frigate Virginia, built by George Well in Baltimore, never made it to war. After being blockaded for more than a year, her crew attempted to take her to sea in 1778, but ran her aground in Chesapeake Bay.

The saga of Randolph, one of the Philadelphia-built, 32-gun frigates, is another hard-luck story. Though completed, she lay idle for months at Charleston because her crew deserted, leaving Capt. Nicholas Biddle to recruit and train another crew. Her seagoing career was hardly worth his effort. Randolph fought the 64-gun Yarmouth off Barbados, British West Indies, on March 17, 1778 but lost by a knockout when her powder magazines blew up. All but four of her crew were lost.

Two other 32-gun frigates under construction in Philadelphia were never completed. Both the Washington and Effingham were scuttled on Nov. 2, 1777 before the British could add them to their rapidly growing list of American prizes.

The fourth Philadelphia-built frigate, the 24-gun Delaware, fared little better than her sisters. Seized on the Delaware River when the British began operations there in the fall of 1777, she too joined the Royal Navy.

By November 1777, the lugubrious building program begun by the Act of 1775 had fizzled because of the British capture of Philadelphia and control of the Delaware River.

Obviously the 13 frigates of the Continental Navy were not a vital element in the success of the American Revolution. Only seven even made it to war. Nevertheless, the Act of 1775 produced some excellent ships that inflicted substantial damage to the British merchant marine, with the help of colonial privateers.

Howard I. Chapelle, author of The History of the American Sailing Navy, the Ships and Their Development, said of the ships of the Continental Navy, "Excellent though the designs approved by the Marine Committee had been, circumstances had permitted the builders of many of the naval ships to produce designs of their own; and some of the ships—the Hancock, for example—had been superior vessels. Perhaps this was one of the reasons that led to the pre-eminence of the Americans as frigate designers in the years that followed the Revolution."

# A Strike For Liberty

Though the first ship of the Continental Navy did not set to sea until 1776, the first sea battle of the Revolutionary War took place a year earlier—and was a dramatic colonial success.

Citizens of Machias, a small town in Maine, were accustomed to welcoming ships from Boston bearing provisions for which they traded lumber. But when two 80-ton sloops, Unity and Polly, arrived on June 2, 1775 carrying 20 barrels of pork and 20 barrels of flour, trading came to an abrupt halt.

The ships were accompanied by the British armed schooner Margaretta. Capt. James Moore announced to Machias citizens that in order to receive the much needed provisions they must sign a contract promising that Unity and Polly would be filled with lumber for Boston, and that the citizens would protect the ships during loading.

Prodded by Jeremiah O'Brien, a native of Machias, some citizens began to suspect British motives. They had heard rumors of trouble in Boston and correctly surmised that the lumber called for by Captain Moore would be used against the colonists.

*Jeremiah O'Brien*

The townsmen refused to sign the contract and raised a defiant "liberty pole." Made of a tall Maine pine, stripped except for the very top, the liberty pole symbolized the Massachusetts Bay Colony's independence.

On June 10, 1775 townsmen held a secret meeting and decided to capture the Margaretta and her convoy.

On Sunday, June 11, the plotters, including several members of the militant Sons of Liberty, attempted to seize Captain Moore and several of his men in church. The Americans nabbed only one man. Captain Moore and the others jumped through the windows and fled back to Margaretta.

Armed citizens of Machias charged down the river banks and opened fire on the vessel. In her haste to evade American fire, Margaretta was damaged when her mainsail crashed against the backstays and broke the boom. Still she was able to drift down river to Holmes Bay.

There crewmen fitted the vessel with a main boom from an American schooner and took to sea with barely an hour's lead time over 35 colonists led by O'Brien, now commander of Unity. The vessel had been captured at Machias.

Unity caught up with Margaretta and opened fire after Captain Moore refused to surrender. In the ensuing battle O'Brien lost two men, but picked off the helmsman of Margaretta.

During the battle a wind caught Margaretta, pushing her up against Unity and locking the two vessels together. For a short time the two crews engaged in hand-to-hand combat before the ships drifted apart. O'Brien maneuvered them back together and killed Captain Moore with two shots. Boarding Margaretta with his crew, O'Brien himself took down the British ensign. ⚓

This 1775 "Dont Tread On Me" rattlesnake flag will be flown by Military Sealift Command government owned ships as part of the Bicentennial celebration. Authorized by Navy Secretary J. William Middendorf II and distributed by Navy's Bicentennial Coordination Office, the flag will be flown by all Navy vessels through the end of 1976. The flag was possibly the first "flag of America" to be displayed on an American naval vessel.

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